

# Form-Based Zoning on a Shoe-String Budget



a presentation for the  
PA APA Annual  
Conference

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# Hello!

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Planning Division*

# How Did We Get Here?

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A Form-Based Zoning Ordinance for  
Youngwood Borough, Westmoreland County

# Youngwood Borough

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1.9 square miles

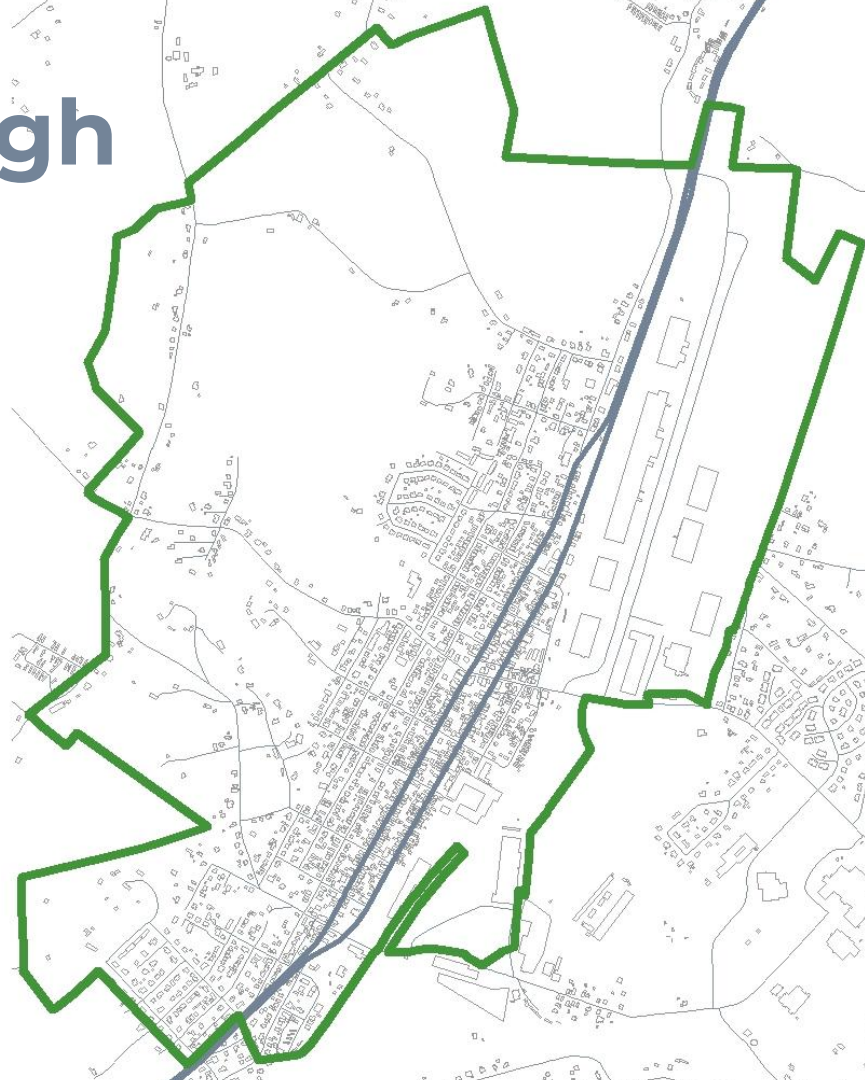
2,900 people

Situated in Hempfield Township

*South of Greensburg*

*North of New Stanton*

US 119 runs through





# It All Started When

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Image Source: [unsplash.com](https://unsplash.com), Quino AI

**It All Started When**

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crematorium

# It All Started When

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Image Source: musicradar.com

**Leave  
e  
Be**

# So What Can Be Done?

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Without a Zoning Ordinance, Not Much

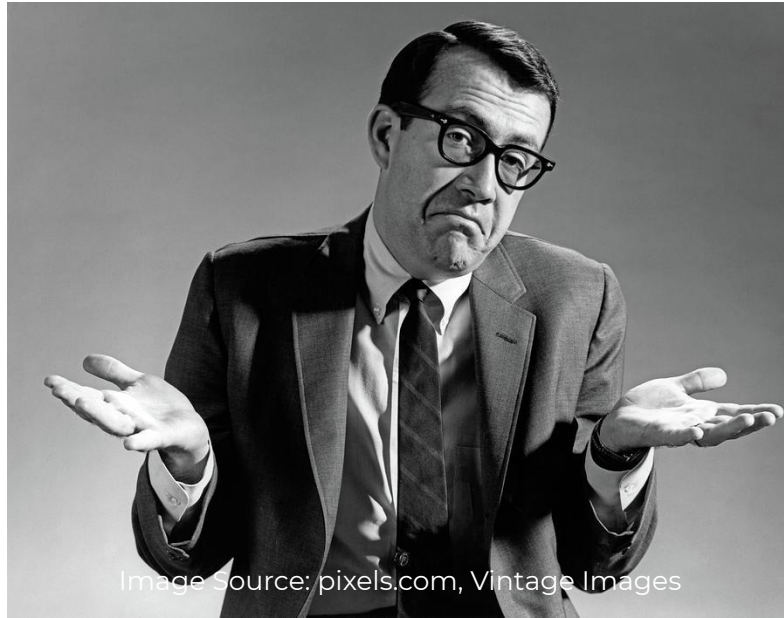


Image Source: pixels.com, Vintage Images

# How We Got Here



- 2020 Zoning Ordinance
- 2018 US 119 Corridor Plan
- 2017 Comprehensive Plan
- 2015 Community Plan



# Comm Dev Objectives

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- *Create a safe, convenient, and attractive community*
- *Maintain and enhance existing assets - major highway, parks & rec, town center, stable neighborhoods*
- *Balance multiple modes of transportation, having a major thoroughfare and being a traditional urban community*
- *Improve the climate for investment, entice new businesses, and improve Depot Street*

# Comm Dev Objectives

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- *Direct redevelopment and infill to the center of town*
- *Address blight and property maintenance to maintain and enhance basic qualities of neighborhoods and retail*
- *Celebrate the community's unique place, amenities, and history*
- *Ensure high-quality public spaces through best practices, guidelines, and standards*
- *Protect public health, safety, and welfare*

# Goals of Form-Based Zoning



Image Source: [ladbible.com](https://www.ladbible.com)

Get *more* of the  
development  
you want



# Goals of Form-Based Zoning



Image Source: [tvovermind.com](https://www.tvovermind.com)

Get *less* of the  
development  
you don't want

# Goals of Form-Based Zoning

*Readability*

*Usability*

*Predictability*

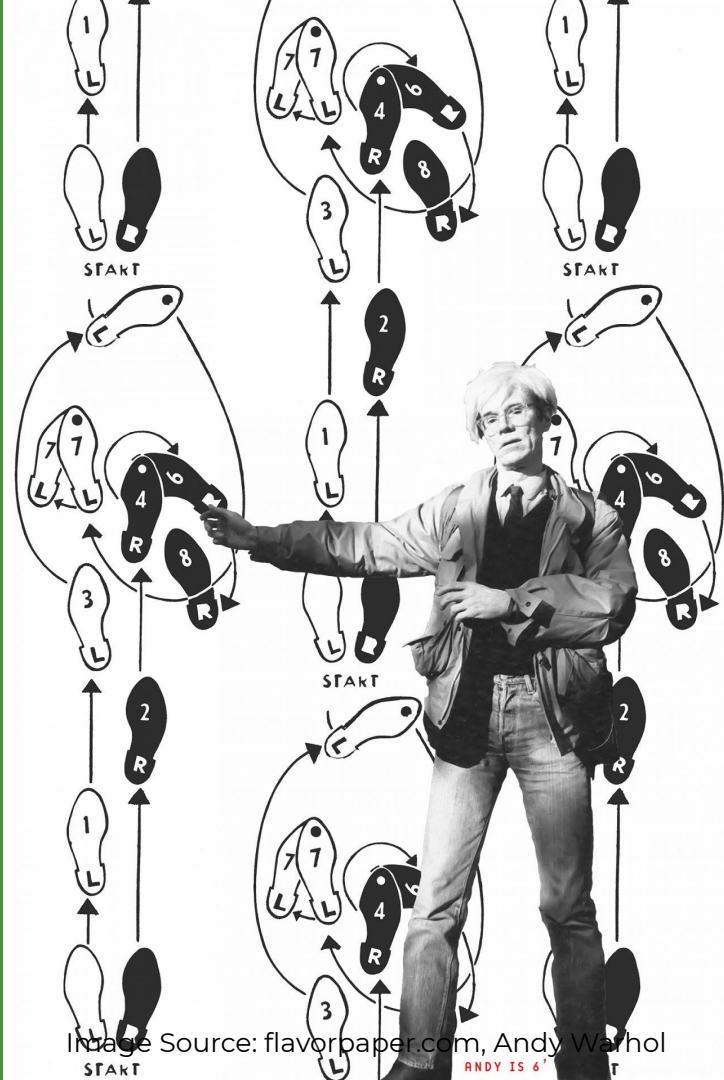
# Goals of Form-Based Zoning



# What's the Process?

1. Conceptualization
2. Contextualization
3. Regulation
4. Realization

# How To *Form-Based* Zoning



# 1. Conceptualization



Image Source: photos.com, Michael Duva

# How To *Form-Based Zoning*

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## Conceptualization Phase

1. Form a zoning committee
2. Introduce the concept and land use tool of zoning
3. Compare use-based vs form-based zoning ordinances

# How To *Form-Based* Zoning

## Conceptualization Phase

### 4. Compare the transect approach vs traditional approach



Image Credit: Duany Plater-Zyberk & Company



Image Source: salon.com



# How To *Form-Based Zoning*

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## Conceptualization Phase

5. Review community development objectives

6. Learn to look

7. Set a vision

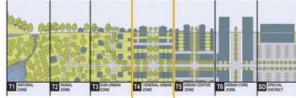
*Block Assembly and Building Type Mix & Match exercises*

# Exercise Time!



Image Source: metv.com

# Block Assembly Exercise



## T-4 General Urban

T-4 General Urban Zone consists of a mixed use but primarily residential urban fabric. It may have a wide range of building types, single, detached, and rowhouses. Streets and landscaping are variable. Streets with traffic and with public transit medium-sized blocks.

### General Character:

Mix of houses, townhouses and small Apartment buildings with outdoor Commercial activity, balance between landscape and buildings, presence of pedestrians.

### Building Placement:

Shallow to medium front and side yard setbacks.

### Typical Building Height:

Two to Three Story with a few taller Mixed Use buildings.

### Type of Civic Space:

Squares, Green

## Typical Building Dimensions

3' = 24"



## Typical Building Types and Uses

### Residential



Single Family One Story



Single Family Two Story



Single Family Attached One Story



Two or More Family Two Story

### Commercial, Retail, Office



Single Storefront One Story



Single Storefront Two Story



Attached Storefront One Story



Attached Storefront Two Story

### Production, Manufacturing, Industrial Facilities



Small Facility One Story



Small Facility Two Story



Medium Facility One Story



Medium Facility Two Story

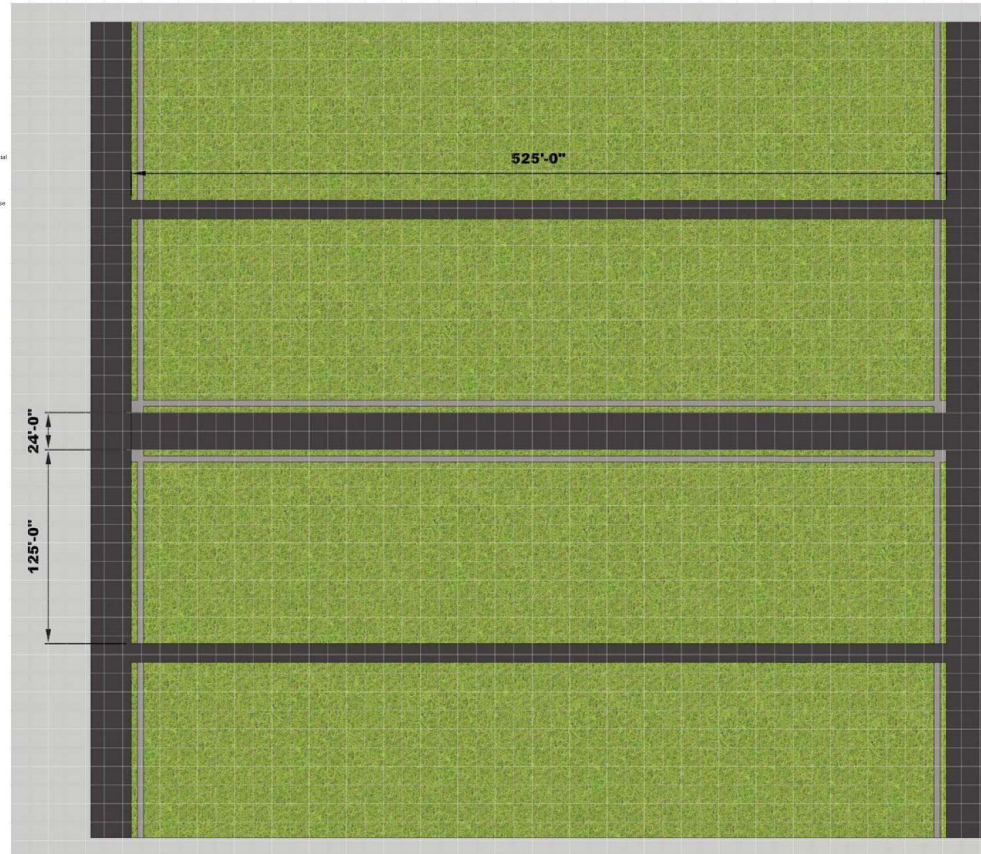
### Civic, Public, Worship



Small Civic/Public/ Worship



Medium Civic/Public/ Worship





# Building Type Mix & Match

**DETACHED SINGLE-UNIT HOUSE**

YPES '19

YOUNGWOOD BOROUGH

**DUPLEX HOUSE**

YPES '19

YOUNGWOOD BOROUGH

**TRIPLEX HOUSE**

\*GENERALIZED STATS

Height: 1 - 2 stories

Position: Attached to other dwelling(s)

Front Setback: 0ft - Max (TBD), consistent with other dwellings

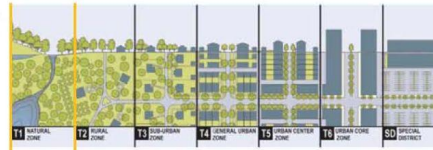
Side Setback: 0ft - Max (TBD)

Applicable Uses: Residential

A triplex is a three-unit house. Units are attached, sharing a common wall(s); and each unit has its own separate entrance.

# T-1

## YOUNGWOOD Hybrid Zoning Ordinance



T-1 Natural Zone consists of lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology or vegetation.

**General Character:** Natural landscape with some agricultural use  
**Building Placement:** Not applicable  
**Typical Building Height:** Not applicable  
**Type of Civic Space:** Parks, Greenways

### T-1 Natural Zone

THE BLOCK ASSEMBLY EXERCISE WAS NOT COMPLETED FOR THE T-1 NATURAL ZONE AS IT IS TO LARGELY REMAIN UNDEVELOPED

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Group A

Group B



# T-2

## YOUNGWOOD Hybrid Zoning Ordinance



T-2 Rural Zone consists of sparsely settled lands in open or cultivated states. These include woodland, agricultural land, grassland, and irrigable desert. Typical buildings are farmhouses, agricultural buildings, cabins, and villas.

**General Character:** Primarily agricultural with woodland and wetland and scattered buildings  
**Building Placement:** Variable setbacks  
**Typical Building Height:** One to two story  
**Type of Civic Space:** Parks, Greenways

### T-2 Rural Zone



#### Group A

- More residential than the other zones (duplex homes, single family homes, and home businesses)
- Homes are set further back from the road
- Presence of driveways and garages
- Potential for a school and recreational/civic center with parking
- Corner market or neighborhood grocery store
- Main streets use chicanes to slow traffic
- People use cars and walking to get around
- Trees are more naturalistic (incentives for residents to plant and maintain their trees)

#### Group B

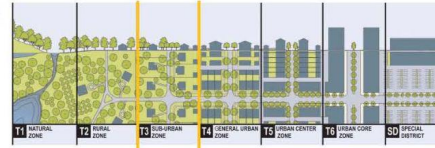
- Civic space/church at the center
- Single family homes and duplexes (with green rooftops) surround public green space
- Home businesses have alley access
- Homes and buildings are further set back from the road
- Presence of garages and driveways
- Much more green space compared to other zones
- People use cars and walking to get around





# T-3

## YOUNGWOOD Hybrid Zoning Ordinance



T-3 Sub-Urban Zone consists of low density residential areas, adjacent to higher zones that have some mixed use. Home occupations and outbuildings are allowed. Planting is naturalistic and setbacks are relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.

**General Character:** Lawns and landscaped yards surrounding detached single-family houses; pedestrians occasionally

**Building Placement:** Large and variable front and side yard setbacks

**Typical Building Height:** One to Two Story with some Three Story

**Type of Civic Space:** Parks, Greenways

### T-3 Sub-Urban Zone



#### Group A

- More residential than the other zones (duplex homes, single family homes, and home businesses)
- Homes are set further back from the road
- Presence of driveways and garages
- Potential for a school or recreational/civic center with parking
- Corner market or neighborhood grocery store
- Main streets use chicanes to slow traffic
- People use cars and walking to get around
- Trees are more naturalistic (incentives for residents to plant and maintain their trees)

#### Group B

- Civic space/church at the center
- Single family homes and duplexes (with green rooftops) surround public green space
- Home businesses have alley access
- Homes and buildings are further set back from the road
- Presence of garages and driveways
- Much more green space compared to other zones
- People use cars and walking to get around



# T-4

## YOUNGWOOD Hybrid Zoning Ordinance



T-4 General Urban Zone consists of a mixed use but primarily residential urban fabric. It may have a wide range of building types: single, Sideyard, and Rowhouses. Setbacks and landscaping are variable. Streets with curbs and side-walks define medium-sized Blocks.

### General Character:

Mix of Houses, Townhouses and small Apartment buildings with scattered Commercial activity; balance between landscape and buildings; presence of pedestrians

### Building Placement:

Shallow to medium front and side yard setbacks

### Typical Building Height:

Two to Three Story with a few taller Mixed Use buildings

### Type of Civic Space:

Squares, Greens

## T-4 General Urban



### Group A

- Buildings are not as tall/overall more residential compared to T5
- More of the space is utilized
- Residential options (row houses, 1-2 story apartment buildings, condos, single family homes)
- Potential for people to live and work out of their homes
- 1-3 story commercial/businesses located at corners (prime real-estate)
- Mix of commercial on bottom and residential above
- Courtyard parking lot with commercial and residential buildings surrounding with direct access
- Parking located behind other buildings
- On street parking (to slow traffic)
- People use public transportation, cars, and walking to get around (not as many people walking as in T5)
- Some people work here but most people live here and work in a different zone

### Group B

- Modeled as Youngwood today highlighting 119 and Depot Street
- Mix of housing (duplexes, single family homes, small apartment buildings, residential above commercial)
- Clear transition from commercial/retail and production space to more residential areas
- Business is concentrated to attract people
- Presence of woods and public space as a buffer between industry and residential
- More trees than in T5 Zone
- People use transit, cars, and walking to get around
- Although modeled after Youngwood today, the group indicated the need for more residential space above businesses to increase rental options and the potential for more commercial or light production spaces like a brewery





# T-5

## YOUNGWOOD Hybrid Zoning Ordinance



T-5 Urban Center Zone consists of higher density mixed use building that accommodate Retail, Offices, Row-houses and Apartments. It has a tight network of streets, with wide sidewalks, steady street tree planting and buildings set close to the sidewalks.

### General Character:

Shops mixed with Townhouses, larger Apartment houses, Offices, work place and Civic buildings; predominantly attached buildings; trees within the public right-of-way; substantial pedestrian activity

### Building Placement:

Shallow setbacks or none: buildings oriented to street defining a street wall

### Typical Building Height:

Two to Five story with some variation

### Type of Civic Space:

Parks, Plazas, and Squares, median landscaping

## T-5 Urban Center Zone



### Group A

- Mix of high-end condos, single family homes (more suburban), and 2 story high apartment buildings
- Commercial space 1-2 stories high (store fronts, retail and office space) with residential space above
- Potential for medical center/educational space (special) with access to civic space
- People get around mostly by public transportation and walking

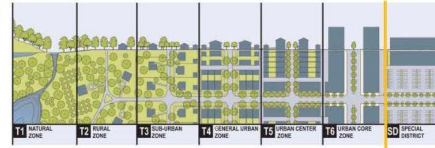
### Group B

- Mix of housing types (senior patio homes with private outdoor courtyard, town homes, 2 or more story apartments)
- Commercial space 1-2 stories high with 1 story of residential above
- Commercial spaces include restaurants, brewery, gym
- Space for small school and/or daycares
- Town square at the center with plenty of public space/parks
- Thoughtful tree placement between buildings and in front of buildings (as to not walk out and only see cement)
- Production/industry space located in the two opposing corners
- People drive, walk, and use mass transit (but not as much as in T6) – people don't have to use their car everyday



# SD

## YOUNGWOOD Hybrid Zoning Ordinance



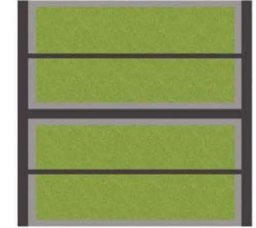
SD Special District consists of areas with buildings that by their Use, Placement or Configuration cannot, or should not, conform to one or more of the six Transect Zones.

**General Character:** Varied  
**Building Placement:** Varied  
**Typical Building Height:** Varied  
**Type of Civic Space:** Varied

### SD Special District

THE BLOCK ASSEMBLY EXERCISE WAS NOT COMPLETED FOR THE SD SPECIAL DISTRICT ZONE AS ASSEMBLY IN THE ZONE CANNOT OR SHOULD NOT CONFORM TO ONE OR MORE OF THE SIX TRANSECT ZONES

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Group A

Group B





# T-1 Purpose & Vision



## Natural Zone



### Purpose Statement

Natural Zone consists of lands approximating a natural or wilderness condition, including lands unsuitable for development due to topography (being too steep or requiring excessive grading), hydrology (having streams, channels, special flood hazard areas or special value for stormwater infiltration), or vegetation (having old growth or exceptional forest lands). Because of its special natural features, environmental qualities and the challenges it presents to development, the Natural Zone has the lowest development potential.

Owing to its character as a predominantly preserved zoning district, appropriate land uses include agricultural and community gardens. Appropriate building types include agricultural buildings and structures.

Its character is defined by a natural landscape with some agricultural use, where appropriate. Allowable civic spaces include outdoor park and recreation facilities.



# T-2 Purpose & Vision



## Rural Zone



### Purpose Statement

Rural Zone consists of primarily natural settings and sparsely settled lands in open or cultivated states. These include woodland and agricultural land. The Rural Zone is the next step in the progression of development intensity, at an increment higher than the Natural Zone. Yet, owing to its heritage as a predominantly agricultural area, development intensity is still below the Suburban Zone. Setbacks are very deep and irregular, based largely on site topography. Residential buildings are sited on large lots.

Predominant land uses consist of agriculture, with some residential and some retail. Agricultural and retail buildings are directly tied to agricultural production, like grain storage, greenhouses, stables, farmer's markets, roadside produce stands, farmhouses, barns, and wineries.

Residential buildings consist of single-unit houses, duplex houses, and live/work houses. Bed and breakfast style lodging is acceptable.

Acceptable civic spaces include outdoor park and recreation facilities.



# T-3 Purpose & Vision



## Suburban Zone



### Purpose Statement

Suburban zone consists of low intensity, primarily residential areas, adjacent to higher intensity zones. Home occupations and accessory structures are allowed. Planting is naturalistic, with trees at regular intervals. Setbacks are relatively deep, compared to higher intensity zones, follow a street grid pattern. The Suburban Zone is a higher intensity development pattern, increment higher than the Rural Zone. Yet, owing to its character as a predominantly residential development intensity is still below the Neighborhood Zone. Lots become smaller than in the Zone, roughly 50 feet wide by 100 feet deep.

Predominant land uses consist of residential with a few non-residential uses, like corner bakeries, bed and breakfasts and home occupations.

Residential buildings consist of single-unit houses, duplex houses, triplex houses and dwellings.

Non-residential buildings include storefronts.

Public civic spaces include outdoor park and recreation facilities.



# T-4 Purpose & Vision



## Neighborhood Zone



### Purpose Statement

Neighborhood Zone consists of a mixed use, but primarily residential urban pattern of development. It has a wider range of building types and more shallow setbacks than the Suburban Zone. Neighborhood Zone is a higher intensity development pattern, at an increment higher than the Suburban Zone. Lot coverage increases. Lots remain similarly sized as the Suburban Zone. Commercial uses may be aggregated to compose low rise commercial blocks of continuous retail and office residential on the second floor.

Predominant land uses consist of a roughly even mix of residential and non-residential uses. Office and office uses become more pronounced. Additionally, places of assembly/worship and institutions are permissible.

Residential buildings consist of single-unit houses, duplex houses, triplex houses, fourplex houses, townhouses, mansion apartments, stacked units low rise and accessory dwellings.

Non-residential buildings include storefronts and commercial block low rise.

Permissible civic spaces include outdoor park and recreation facilities. Allowable civic uses include religious and religious assembly.

Public transit and transit are more attractive.



# T-5 Purpose & Vision



## Town Center Zone

### Purpose Statement

Town Center Zone consists of a higher density, mixed use pattern of development. It has a range of building types and more shallow setbacks than the Neighborhood Zone. The Town Center Zone is a higher intensity development pattern, at an increment higher than the Neighborhood Zone. Building heights increase to a two story minimum and maximum of five stories. Lot coverage increase to roughly 80%. Lots remain similarly sized as the Neighborhood Zone, but are more aggregated to compose commercial blocks of continuous retail and office uses with residential on the upper floors.

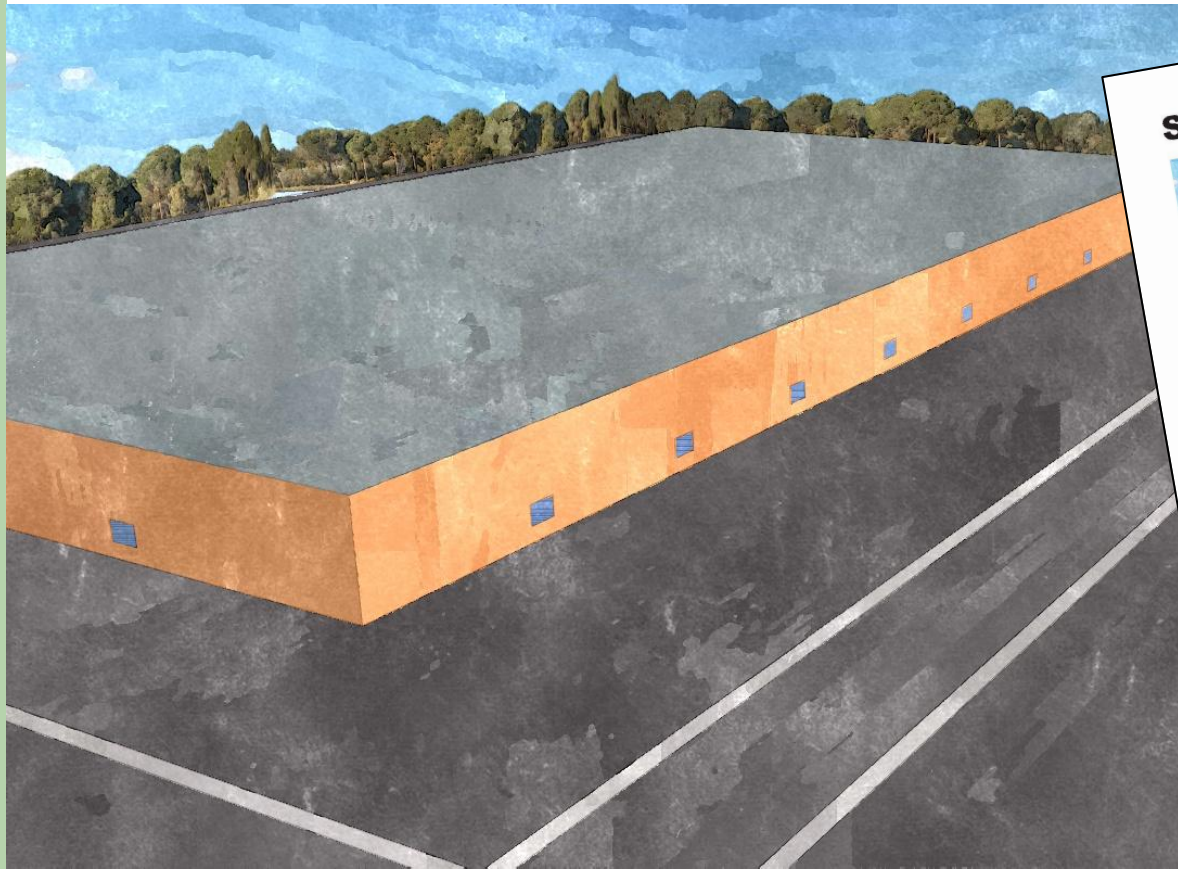
Owing to the increase in height, predominant land uses consist of a roughly even mix of commercial and non-residential uses. Retail and office uses become more pronounced, especially on the second floors.

Residential buildings consist of fourplex houses, townhouses, stacked units low rise and medium rise.

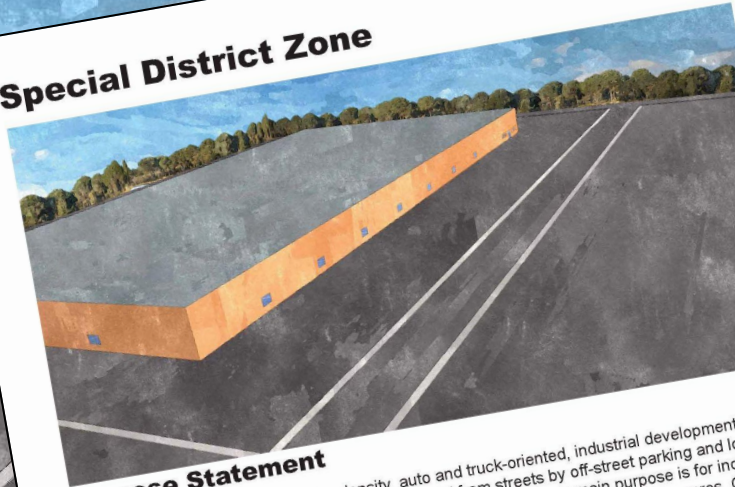
Non-residential buildings include storefronts, commercial block low rise and commercial assembly.



# SD Purpose & Vision



## Special District Zone



### Purpose Statement

Special District Zone consists of low-density, auto and truck-oriented, industrial development. Setbacks are very deep and buildings are separated from streets by off-street parking and loading bays, as well as landscaped bufferyards. The Special District Zone's main purpose is for industrial buildings and uses. Lot sizes tend to be extremely large, at more than three or four acres. To its presence next to Town Center Zone, Neighborhood Zone, and Natural Zone, streets boundaries retain the characteristics of the adjacent zone. Presence of the Five Star Trail special design considerations regarding truck sight lines, turning radii, and lane separation user safety and comfort. Additionally, to enhance the comfort of those biking and walking trail, provisions for shade and rest are important.

Predominant land uses consist of mostly industrial.

Residential buildings are not allowable in the zone.

Non-residential buildings include industrial buildings.

Allowable civic spaces include outdoor parks and recreation facilities. Allowable civic spaces include streets and religious assembly.

Accessibility for automobiles, but streets are



# 2.

# Contextualization



# How To *Form-Based Zoning*

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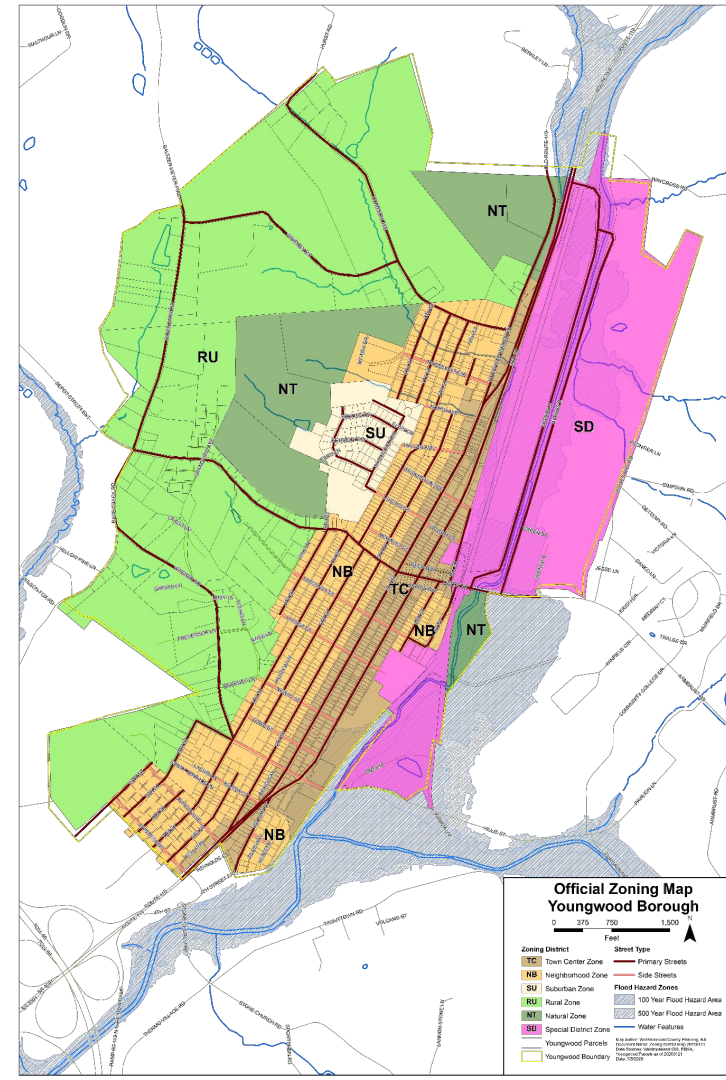
## Contextualization Phase

1. Develop zoning district boundaries
2. Establish *what goes where*

# Zoning Map

## Features

- Zoning Districts
- Parcels
- Municipal Boundary
- Primary Streets
- Side Streets
- Flood Hazard Zones
- Water Features



# Land Use Allocation



# 3.

## Regulation



Image Source: [secondlifemarketplace.com](https://secondlifemarketplace.com)

# Neighborhood Zone Example

## ARTICLE VI NEIGHBORHOOD ZONE

### Article VI Neighborhood Zone - NB

#### Section §125 - 601 Purpose Statement

- A. Neighborhood Zone consists of a mixed use, but primarily residential urban pattern of development. It has a wider range of building types and more shallow setbacks than the Suburban Zone. The Neighborhood Zone is a higher intensity development pattern, at an increment higher than the Suburban Zone. Lot coverage increases. Lots remain similarly sized as the Suburban Zone, but may be aggregated to compose low rise commercial blocks of continuous retail and office uses with residential on the second floor.
- B. Predominant land uses consist of a roughly even mix of residential and non-residential uses. Retail and office uses become more pronounced. Additionally, places of assembly/worship and civic institutions are permissible.
- C. Residential buildings consist of detached single-unit houses, accessory dwellings, duplex, triplex, and fourplex houses, townhouses, bungalow and linear courts, mansion apartments, and stacked units low rise.
- D. Non-residential buildings include storefronts and commercial block low rise.
- E. Allowable civic spaces include outdoor park and recreation facilities. Allowable civic buildings include schools, libraries, and churches.
- F. People are able to get around by car, but walking, biking and transit are more attractive choices, as the public realm prioritizes those modes.
- G. On-street parking is available and is more likely to be used than in the Suburban Zone. Off-street parking is accessible via rear alleys or side streets.

## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 602 Conceptual Vision

A.



Figure 6A: Conceptual Vision A



Figure 6B: Conceptual Vision B



Figure 6C: Conceptual Vision C

## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 603 Allowable Land Uses

A.














Key	
	Permitted by Right Uses are permitted by right and are subject to regulation by the zoning ordinance.
	Permitted as Secondary Use Uses are permitted as secondary uses and are subject to regulation by the zoning ordinance.
	Permitted as Special Exception Uses are permitted as special exceptions and are subject to regulation by the zoning ordinance.
Uses	
Bed and Breakfast	
Commercial School	
Community Garden	
Crematorium	
Cultural or Civic Institution	
Daycare Center (Youth/Adult)	
Daycare Home	
Essential Services	
Food Services	
Forestry	
Funeral Home	
Government Operations	
Group Facility	
Home-Based Business, No-Impact	
Home Occupation, Low-Impact	
Industry, Craft	
Office	
Outdoor Park and Recreation Facility	
Place of Assembly/Worship	
Private Garage	
Private Parking Lot	
Residential	
Retail, Small-Scale	
Studio	
Urban Agriculture	

# Neighborhood Zone Example

## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 604 Allowable Building Types

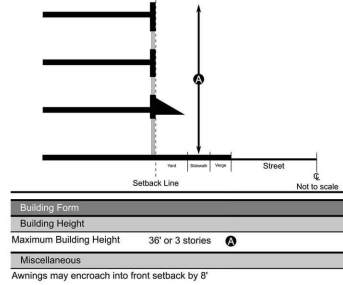
A.

Residential Buildings	
	Detached Single Unit House
	Accessory Dwelling
	Mansion Apartment
	Duplex House
	Triplex House
	Fourplex House
	Townhouse
	Bungalow Court
	Linear Court
	Stacked Units Low Rise
Not to scale	
Mixed Use Buildings	
	Storefront
	Commercial Block Low Rise
Not to scale	
Civic/Institutional Buildings	
	Civic
Not to scale	

## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 605 Building Form

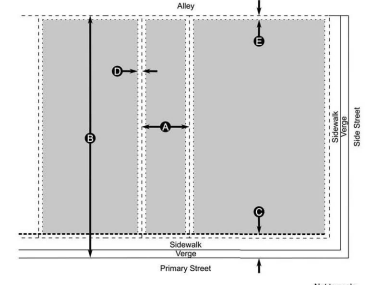
A.



## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 606 Lot Dimensions and Building Placement

A.



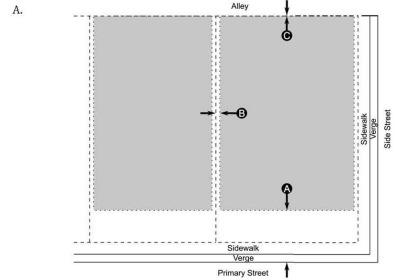
Key		
---	Lot Line	
----	Setback Line	
■	Buildable Area	
----	Build-to Line	

Lot Dimensions and Building Placement		
Lot Size		
Width	40' min.	<b>A</b>
Depth	100' min.	<b>B</b>
Area	4,000 sf min.	
Build-to Line		
Primary Street	15'	<b>C</b>
Setbacks		
Side	3' min.	<b>D</b>
Rear	5' min.	<b>E</b>
Miscellaneous		
Minimum side setback of 0' permitted for townhouse or commercial block low rise buildings		

# Neighborhood Zone Example

## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 607 Parking Arrangement and Placement



Key

--- Lot Line    ..... Setback Line    ■ Parking Area

Parking Placement		
Setbacks		
Front	50' min.	A
Side	3' min.	B
Rear	0' min.	C
Miscellaneous		

Off-street parking shall only be accessed via rear alleys

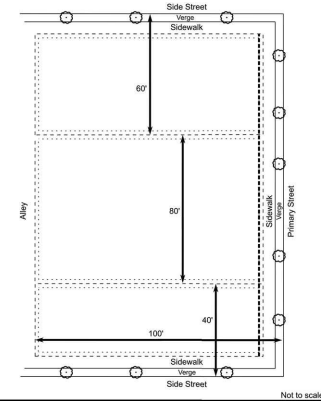
## ARTICLE VI NEIGHBORHOOD ZONE

### Section §125 - 608 Sidewalks and Verges

- A. All new development on lots with frontage on primary and/or side streets identified in the Official Zoning Map of Youngwood Borough shall have a sidewalk with a width of four (4) feet as measured from the inner and outer edges, and a verge with a width of four (4) feet.

### Section §125 - 609 Street Tree Arrangement and Placement

- A. One street tree, from the approved street tree list in Appendix A, shall be planted and maintained for every thirty (30) feet of street frontage per lot for all new developments and according to the diagram below.



Key

○ Street Tree    --- Lot Line    ..... Setback Line    - - - - - Build-to Line

Miscellaneous	
Street trees shall be offset no less than 24" from curb face and no greater than 30" from curb face	



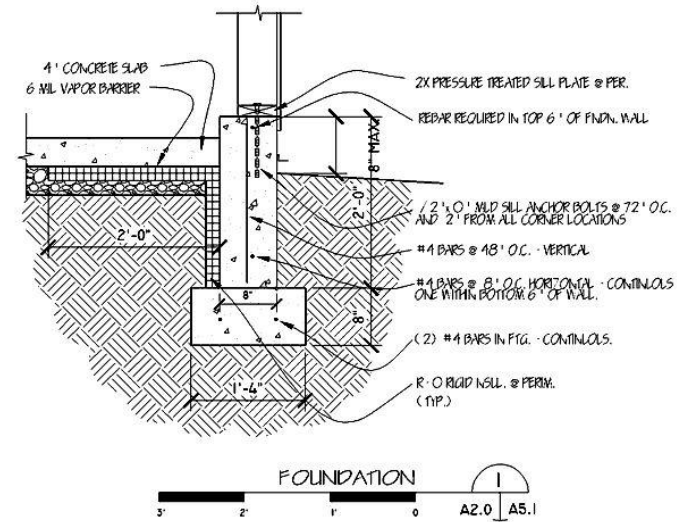
# Unique Things

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- Only 76 pages cover-to-cover
- No definition of “Family”
- Building types are unit-based, not family-based
- Graphical and simplified layout
- Describes how to use document, and spells out various processes
- Only 43 uses
- 11 Special Exceptions across all zones, no Conditional Uses

# 4.

## Realization



# Our Costs

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Printing & materials	< \$200
SketchUp	FREE
Inkscape	FREE
Microsoft Publisher	FREE
Adobe InDesign	FREE or \$20.99/mo
Lumion	FREE or \$2,500
<i>Form-Based Codes</i>	FREE or \$81.95
<i>SmartCode</i>	FREE
GIS	FREE or \$2,750/yr
Planetizen DIY Form-Based Code course(s)	FREE or \$24.95/mo
439 hours among 5 county government employees	



# Acknowledgements

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Environmental Planning & Design  
Christine Mondor, Evolve EA  
Plano, TX

*Narberth Borough (PA) Zoning Ordinance*

*Clymer Borough (PA) Zoning Ordinance*

*City of Beaufort (SC) Code*

*Downtown Bastrop (TX) Form-Based Code*

# *The Crematorium*





# *The Crematorium*



# *The Crematorium*





# Thanks!

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**Any questions?**

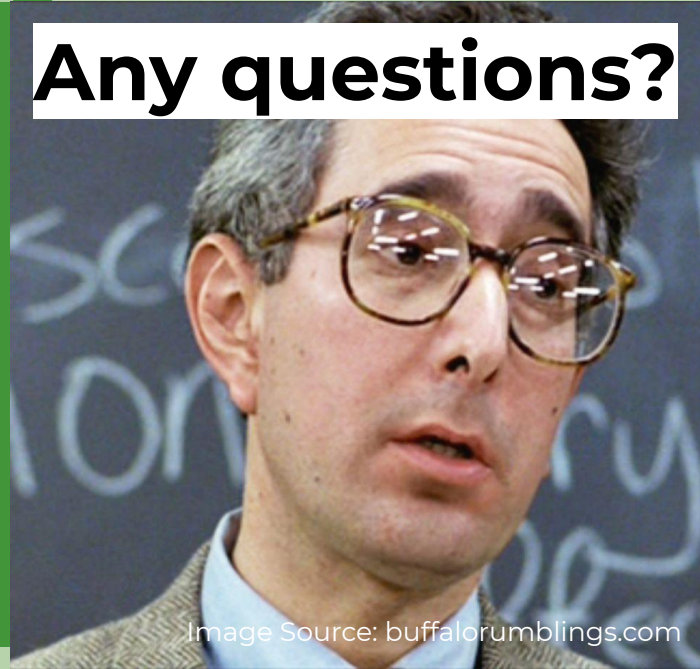


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